

**BOARD OF SUPERVISORS
FINANCE/GOVERNMENT SERVICES AND OPERATIONS COMMITTEE
ACTION ITEM**

SUBJECT: Revised Capital Facility Standards Recommended by the Fiscal Impact Committee

ELECTION DISTRICT: Countywide

CRITICAL ACTION DATE: September 9, 2014

STAFF CONTACTS: Daniel Csizmar, Transportation & Capital Infrastructure
Joe Kroboth, Transportation & Capital Infrastructure
Ben Mays, Management and Financial Services

PURPOSE: To present the Fiscal Impact Committee's recommended Capital Facility Standards, recommend adoption, schedule the Capital Intensity Factor for a Board of Supervisors' Public Hearing; and direct staff to create a work plan to investigate options for calculating and establishing proffer guidelines for regional road contributions associated with future rezonings.

RECOMMENDATIONS:

Staff: Staff recommends that the Finance/Government Services and Operations Committee recommend that the Board of Supervisors: 1) adopt the Capital Facility Standards as recommended by the Fiscal Impact Committee; 2) recommend that the Fiscal Impact Committee's recommended Capital Intensity Factor be scheduled for a future Board of Supervisors' Public Hearing; and 3) direct staff to create a work plan to investigate options for calculating and establishing proffer guidelines for regional road contributions associated with future rezonings.

BACKGROUND: The Fiscal Impact Committee (FIC) began its review of the County's Capital Facility Standards on October 11, 2012. In the Fall of 2012, the Committee began its review starting with the County's proposed Public Safety and Public School Capital Facility Standards. After adoption of the FY 2015 Fiscal Plan, the Fiscal Impact Committee was able to resume its review of the Capital Facility Standards on May 29, 2014, and completed its review of the standards on July 17, 2014.

The County's Capital Facility Standards (CFS) are adopted by the Board of Supervisors to guide the development of new capital facilities. The CFS establish "triggers" that determine the need for, and initiate the process to plan and develop, new facilities. The CFS use population forecasts, demographic trends, and geographic considerations to identify the number, size, general location and type of facilities that will provide desired levels of service to the residents of the County. Once approved by the Board of Supervisors, the Capital Facility Standards are used to develop the County's Capital Needs Assessment and Capital Intensity Factor.

Each Capital Facility Standard involves four main components:

1. The types of capital facilities the County would like to develop, according to Department service plans, in quantities that are driven by demographic or geographic considerations;
2. The typical square footage to be developed for each type of facility;
3. The acreage required to site the facility. Each standard provides an approximate acreage to develop that type of facility on a stand-alone site, and provides estimates for the building footprint, parking areas, storm water management ponds, required zoning setbacks, and well and drain field areas in the event a site is not served by public water and sewer systems. The acreage is provided on an “up to” basis, meaning the facility can be developed on a site of up to the proposed acreage.
4. The demographic or geographic factors by which a new facility is “triggered” to begin development.

Each Committee meeting involved presentations, and question and answer sessions with County staff from each Department presenting Capital Facility Standards for the Fiscal Impact Committee’s consideration. The following tables provide a summary of the actions taken by the Fiscal Impact Committee and represent the final set of Capital Facility Standards being recommended to the Finance/Government Services and Operations Committee (FGSOC) and the Board of Supervisors for adoption.

Table 1 provides a summary of the staff proposed Capital Facility Standards that the Fiscal Impact Committee endorsed:

Table 1. Staff Recommended Standards Endorsed by the Fiscal Impact Committee

Capital Facility	Building Square Footage	Up To Acres	Standard
Sheriff Station	18,000	5.00	1:100,000
Library	40,000	7.00	0.6 square feet per capita
General Government Support Facilities	N/A	N/A	4 square feet per capita
Recycling Drop-off Centers	3,000 sq.ft. container pad 6,050 sq. ft. parking area	0.25	Maximum of 9 sites; reduce number of sites when warranted based on increase curbside recycling rates
Special Waste Drop-off Centers	600 sq. ft. pavilion 1,600 sq.ft. container pad 6,050 sq. ft. parking area	1.00	1:County
Fire Station -East	13,000 - 20,000	5.00	1:25,000
Fire Station - West	13,000 - 20,000	5.00	1:10,000
1500-gpm Engine	N/A	N/A	1:10,000
ALS Ambulance	N/A	N/A	1:10,000
Ladder Truck	N/A	N/A	1:25,000
Heavy Rescue Squad	N/A	N/A	1:50,000
Tanker	N/A	N/A	1:10,000

Capital Facility	Building Square Footage	Up To Acres	Standard
Brush Truck - west	N/A	N/A	1:10,000
Transit Buses	N/A	N/A	1:4,950

MH Residential Facility	3,400	0.25	1:18,325
Juvenile Detention Center	40,000	6.00	1:County
Youth Shelter	8,000	2.00	2:County
Emergency Homeless Shelter	9,000	2.00	1:County
Adolescent Independent Living Residence	8,000	2.00	1:County
Adult Day Center	7,000	4.00	1:15,000 population aged 55+ years
Teen Center	20,000	5.00	1:10,000 residents aged 12-14 years
Senior Center	15,000	5.00	1:10,000 population aged 55+ years
Regional Park	10,000	200	5: County
Community Park	800	30	1:25,000
Elementary School - 1 Story	66,743	20	750 pupils
Elementary School - 1 Story	84,142	20	800 pupils
Elementary School - 1 Story	90,100	20	875 pupils
Elementary School - 2 Story	102,141	20	875 pupils
Middle School - 1 Story	160,048	35	1,184 pupils
Middle School - 1 Story	168,780	35	1,350 pupils
Middle School - 2 Story	177,740	35	1,350 pupils
High School - 2 Story	227,835	75	1,350 pupils
High School - 2 Story	251,915	75	1,600 pupils
High School - 2 Story	279,426	75	1,800 pupils

Table 2 provides a summary of the staff proposed Capital Facility Standards that the Fiscal Impact Committee amended:

Table 2. Fiscal Impact Committee Amended Capital Facility Standards

Capital Facility	Department Proposed	FIC Action
Animal Shelter	0.079 sf per capita 18,000 square feet Up to 5 acres	2:County based upon maintaining the existing western Animal Shelter and developing a 21,000 square foot facility in the east on up to 5 acres.
Park and Ride Lots	1.25 spaces per 100 residents 200 -700 spaces 4- 13 acres (70 spaces per acre)	1.15 spaces per 100 residents
Transit Bus Maintenance Facility	1 facility per 247,500 population 28,000 square feet Up to 10 acres	1:County 28,000 square feet Up to 10 acres
DS Residential Facility	1 Home:26,875 population 3,400 square feet Up to 0.50 acres	1 Home:38,000 population 3,400 square feet Up to 0.50 acres
Recreation Center	1:75,000 population 83,000 square feet Up to 15 acres	6:County 83,000 square feet Up to 15 acres
Community Centers	1:42,000 population 20,000 square feet Up to 6 acres	1:45,000 20,000 square feet Up to 6 acres
District Park	10:County 5,000 square foot building Up to 75 acres	8:County 5,000 square foot building Up to 75 acres
Trails	1 mile:1,000 population	0.65 miles per 1,000 population

Table 3 provides a summary of new Capital Facility Standards endorsed by the Fiscal Impact Committee

Table 3. New Capital Facility Standards Endorsed by the Fiscal Impact Committee

Capital Facility	Building Square Footage	Up To Acres	Standard
Neighborhood Park	400	29	1:10,000 population
Equestrian Facility	160,000	100	1:County
Satellite Maintenance Facility	5,000	0	3:County

Table 4 provides a summary of the Capital Facility Standards eliminated by the Fiscal Impact Committee

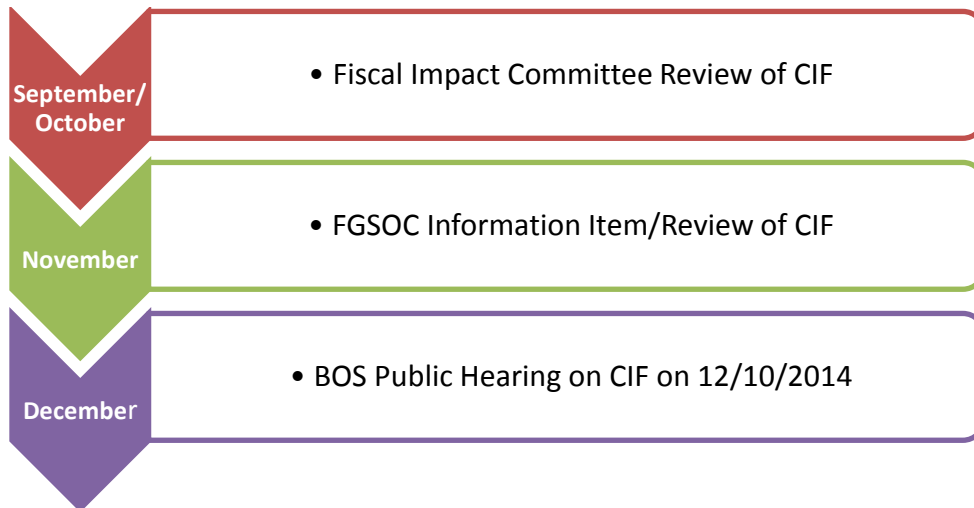
Table 4. Eliminated Capital Facility Standards

Capital Facility	Department Proposed	FIC Action
Juvenile Probation Residence	1:County 8,800 square feet Up to 2.00 acres	Eliminate the standard
Health Clinic	Eliminate Standard	Eliminate the Standard
Juvenile Assessment Center	Eliminate Standard	Eliminate the Standard
Passive Park	0.01 acres per capita	Eliminate the Standard

The capital facility planning process relies upon the adoption of the Capital Facility Standards by the Board of Supervisors. The Capital Facility Standards determine the number, type, and size of facilities planned in the Capital Needs Assessment. Without adopted Capital Facility Standards, these facility details cannot be determined and the Capital Needs Assessment cannot be developed. Likewise, the County's Capital Intensity Factor cannot be calculated without the standards for facility acreage and building square footage being established by the approved Capital Facility Standards. Therefore, in order for the Board to conclude its review of the Capital Needs Assessment and Capital Intensity Factor during their term in office, they will have to adopt the recommended Capital Facility Standards this Fall.

Capital Intensity Factor and Capital Needs Assessment Review

Once the Capital Facility Standards are adopted by the Board, staff will be able to calculate the resulting Capital Intensity Factor (CIF) and bring it forward to the FIC for their consideration. As shown in the graphic below, the Fiscal Impact Committee will review the CIF beginning in the Fall of 2014. Upon completion of their review, it would then proceed to a Board Public Hearing. Staff's goal would be to have the recommended CIF to the Board's Public Hearing on December 10, 2014. In order to meet this deadline, the CFS will need to be adopted by the Board this Fall. Staff will bring an Information Item to the FGSOC regarding the Capital Intensity Factor after approval of the CIF by the Fiscal Impact Committee, and prior to the Board's Public Hearing.



The approved Capital Facility Standards will also feed into the development of the County's 10-year Proposed Capital Needs Assessment (CNA) document. The FIC will provide the initial review and recommendation of the CNA. However, the CNA will then proceed to the Planning Commission for public hearing review and recommendation, before going to the FGSOC and Board for review and final adoption. The Fiscal Impact Committee will begin its review of the Proposed 2021- 2030 Capital Needs Assessment in November of 2014. The timing of the Planning Commission's review of the Proposed CNA will likely be deferred until the Spring of 2015, after the completion of the FY 2016 Budget Process.

Proffer Guidelines for Regional Road Contributions

The FIC requested that staff work on calculating and establishing proffer guidelines for regional road contributions to be used during proffer negotiations associated with rezoning applications. Providing such guidelines will allow the County to better calculate the impact new development has on the provision of roads in the County and to establish a consistent, defensible formula to use during negotiations for future rezoning applications. Staff has taken some initial steps towards developing a methodology for calculating regional road costs based on the roads shown in the Countywide Transportation Plan. Staff is prepared to put together a work plan necessary to develop the regional road proffer guidelines should the Board wish to proceed in this manner.

ISSUES: The Capital Facility Standards, Capital Intensity Factor and the Capital Needs Assessment have not been updated since 2009. In order to develop a new, required Capital Needs Assessment document and update the County's Capital Intensity Factor, the Board of Supervisors needs to review and adopt a set of Capital Facility Standards. To minimize delay, the development of the Capital Intensity Factor and the Capital Needs Assessment are already underway. Review by the Fiscal Impact Committee of the Capital Intensity Factor will occur this Fall, followed by review of the Capital Needs Assessment towards the end of the year.

If the Board elects not to adopt a new set of Capital Facility Standards, the currently adopted CFS last reviewed and approved in 2009 will remain in effect. This means the County will continue to negotiate capital facility contributions on a per housing unit basis based on 2009 cost recovery levels. The CIF sets the average capital facilities impact/costs associated with new residential units (by type) in the County and are applied during consideration of residential rezonings. Neither the CIF nor the CNA can be updated without a new set of adopted Capital Facility Standards in place.

FISCAL IMPACT: There is no direct fiscal impact related to the development of the County Capital Facility Standards. The Capital Facility Standards are used for planning purposes and are used to help develop the County's Capital Intensity Factor and Capital Needs Assessment.

ALTERNATIVES: The committee may choose to recommend the Capital Facility Standards as proposed by the Fiscal Impact Committee, recommend alternate standards, or send the issue back to the Fiscal Impact Committee with specific direction on areas for further consideration.

DRAFT MOTIONS:

1. I move the Finance/Government Services, and Operations Committee recommend that the Board of Supervisors:
 - a. adopt the Capital Facility Standards as recommended by the Fiscal Impact Committee;
 - b. direct staff to place the Fiscal Impact Committee's recommended Capital Intensity Factor on a future Board of Supervisors' Public Hearing agenda; and
 - c. direct staff to create a work plan to investigate options for calculating and establishing formulaic proffer guidelines for regional road contributions associated with future rezonings.

OR

2. I move the Finance/Government Services, and Operations Committee return the topic of the County Capital Facility Standards to the Fiscal Impact Committee for further consideration with the following direction _____.

OR

3. I move an alternate motion.

ATTACHMENTS

1. Proposed Capital Facility Standards. Sept 2014
2. Current Adopted Capital Facility Standards (2009)

ATTACHMENT 2

Adopted County Capital Facility Standards

Capital Facility/ Apparatus	Building S.F.	Up To #Acres	Facility Standard
Fire Station	13,000	5.00	1: 25,000 population
Fire Station - West	13,000	5.00	1:10,000 population
1500-gpm Engine	N/A	N/A	1:10,000 population
1500-gpm Engine-West	N/A	N/A	1:10,000 population
ALS Ambulance	N/A	N/A	1:10,000 population
ALS Ambulance-West	N/A	N/A	1:10,000 population
Ladder Truck	N/A	N/A	1:25,000 population
Heavy Rescue Squad	N/A	N/A	1:50,000 population
Tanker -West	N/A	N/A	1:10,000 population
Brush Truck-West	N/A	N/A	1:10,000 population
Sheriff Substation	18,000	5.00	1: 75,000 population
Animal Shelter	18,000	5.00	0.079 s.f. per capita
Juvenile Probation Residence	8,800	2.00	1: 250,000 population
Recreation Center	83,000	15.00	1: 75,000 population
Regional Park	10,000	200	1:75,000 population
District Park	5,000	75	1:25,000 population
Community Park	N/A	30	1:10,000 population
Teen Center	20,000	5.00	1:10,000 population aged 12-14 years
Senior Center	15,000	5.00	1:10,000 population aged 55+ years
Respite Center	4,000	2.00	1:15,000 population aged 55+ years
Trails	N/A	N/A	1 mile:1,000 population
Community Center	10,000	6.00	1:42,000 population
Library	Up to 40,000	7.00	0.6 s.f. per capita
Juvenile Detention Center	40,000	6.00	1:Countywide
Youth Shelter	8,000	2.00	1:140,000 population
Juvenile Assessment Center	4,000	2.00	1: up to 500,000 population
Health Clinic	10,050	N/A	0.5 sf:28,000 population
Adolescent Transitional Independent Living Residence	8,000	2.00	1:250,000 population

Capital Facility	Building S.F.	Up To #Acres	Facility Standard
Emergency Homeless Shelter	9,000	2.00	1:250,000 population
Developmental Services Residential Facility	3,400	0.50	1 Home: 26,875 population
Mental Health Residential Facility	3,400	0.25	1 Home: 18,325 population
General Government Support Facilities	N/A	N/A	3 s.f. per capita
Recycling Drop-Off Centers	3,000 s.f. container pad, 6,050 s.f. parking/access area	0.25	1:40,000 residents per planning subarea, with one within 5 miles of every resident, with preference to co-locate with other Public Facilities
Special Waste Drop-Off Centers	600 s.f. pavilion, 1,600 s.f. container pad, 6,050 s.f. parking/access area	1.00	2 Centers: County
Park-and-Ride Lots	200 –700 spaces	4-13	1 space:90 residents
Transit Bus Maintenance Facility	28,000	10	1 Facility:247,500 population
Transit Buses	N/A	N/A	1 bus per 4,950 population

Adopted School Capital Facility Standards

Capital Facility	Building S.F.	Up To # Acres	Facility Standard
Elementary School – 1 Story	66,743	20	750 pupils
Elementary School – 1 Story	84,142	20	800 pupils
Elementary School – 1 Story	90,100	20	875 pupils
Elementary School – 2 Story	102,141	20	875 pupils
Middle School – 1 Story	160,048	35	1,184 pupils
Middle School – 1 Story	168,780	35	1,350 pupils
Middle School – 2 Story	177,740	35	1,350 pupils
High School – 2 Story	227,835	75	1,350 pupils
High School – 2 Story	251,915	75	1,600 pupils
High School – 2 Story	279,426	75	1,800 pupils

Attachment 1 - 2014 Recommended Capital Facility Standards

Capital Facility	Building Square Footage	Up To Acres	Standard
Animal Shelter	21,000	5.00	2:County
Sheriff Station	18,000	5.00	1:100,000 population
Fire Station -East	13,000 - 20,000	5.00	1:25,000 population
Fire Station - West	13,000 - 20,000	5.00	1:10,000 population
1500-gpm Engine	N/A	N/A	1:10,000 population
ALS Ambulance	N/A	N/A	1:10,000 population
Ladder Truck	N/A	N/A	1:25,000 population
Heavy Rescue Squad	N/A	N/A	1:50,000 population
Tanker	N/A	N/A	1:10,000 population
Brush Truck - west	N/A	N/A	1:10,000 population
General Government Support Facilities	N/A	N/A	4 square feet per capita
Recycling Dropoff Centers	3,000 square foot container pad, 6,050 square foot parking area	0.25	Maximum of 9 sites, reduce number of sites when warranted based on increase curbside recycling rates
Special Waste Dropoff Centers	600 square foot pavilion, 1,600 square foot container pad and 6,050 square feet of parking space	1.00	1:County
Park and Ride Lots	N/A	4.00 - 13.00	1.15 spaces per 100 residents
Transit Bus Maintenance Facility	28,000	10.00	1:County
Transit Buses	N/A	N/A	1 Bus : 4,950 population

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Capital Facility	Building Square Footage	Up To Acres	Standard
DS Residential Facility	3,400	0.50	1 Home:38,000 population
MH Residential Facility	3,400	0.25	1 Home:18,325 population
Juvenile Detention Center	40,000	6.00	1:County
Youth Shelter	8,000	2.00	2:County
Emergency Homeless Shelter	9,000	2.00	1:County
Adolescent Independent Living Residence	8,000	2.00	1:County
Library	40,000	7.00	0.6 square feet per capita
Recreation Center	83,000	15.00	6:County
Adult Day Center	7,000	4.00	1:15,000 population aged 55+ years
Teen Center	20,000	5.00	1:10,000 residents aged 12-14 years
Senior Center	15000	5.00	1:10,000 population aged 55+ years
Community Centers	20,000	6.00	1:45,000 population
Satellite Maintenance Facility	5,000	3.00	3:County
Regional Park	10,000	200.00	5:County
District Park	5,000	75.00	8:County
Community Park	800	30.00	1:25,000 population
Neighborhood Park	400	1-29	1:10,000 population
Trails	N/A	N/A	0.65 miles per 1,000 population
Equestrian Facility	160,000	100.00	1:County
Elementary School - 1 Story	66,743	20.00	1:750 pupils
Elementary School - 1 Story	84,142	20.00	1:800 pupils
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High School - 2 Story	279,426	75.00	1:1,800 pupils